

1998 MARITIME SECURITY COUNCIL SPRING MEETING

“PORT SECURITY: CHALLENGES OF THE 21ST CENTURY”

APRIL 23, 1998

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INTRODUCTION

GOOD MORNING AND WELCOME TO ANNAPOLIS. I’M PLEASED FOR THIS OPPORTUNITY TO ADDRESS YOU TODAY. MY SINCERE THANKS TO YOUR CHAIRMAN, PHIL MURRAY, YOUR EXECUTIVE DIRECTOR, FOR INVITING ME.

WASHINGTON IS DESCRIBED AS 36 SQUARE MILE OF BUREAUCRACY SURROUNDED BY REALITY. IT’S GOOD TO BE OUT IN REALITY.

KIM PETERSEN, ASKED ME TO DISCUSS PORT AND MARITIME SECURITY CHALLENGES IN THE 21ST CENTURY. I BELIEVE YOUR RICH MEETING AGENDA ILLUSTRATES JUST HOW DAUNTING A TASK THIS MIGHT PROVE TO BE.

FROM PORT ASSESSMENTS TO ASYMMETRICAL THREATS, PASSENGER PROTECTION TO PORT DESIGN AND SECURITY, THERE IS NO SHORTAGE OF CHALLENGES FACING THE INDUSTRY AND AGENCY OFFICIALS IN PROVIDING CONTINUED SECURITY TO THE AMERICAN PUBLIC.

FORTUNATELY, THIS COUNCIL PROVIDES ONE SUCH FORUM TO
COOPERATIVELY ADDRESS THEM.

I BRING A PERSONAL PERSPECTIVE TO DOMESTIC PORT SECURITY.

AS CAPTAIN OF THE PORT NEW YORK I HAVE DEALT WITH
LABOR DISPUTES. AS MARITIME DEFENSE ZONE SUBSECTOR
COMMANDER I WAS RESPONSIBLE FOR PASSENGER TERMINAL
PROTECTION AND RESPONDING TO ENVIRONMENTALISTS'
ATTEMPT AT DISRUPTING MARITIME OPERATIONS. AS
COMMANDER OF THE EIGHTH COAST GUARD DISTRICT I WAS
RESPONSIBLE FOR CNCWU AND DEPLOYED THE WDC.

AS THE KEY NOTE SPEAKER, MY FUNCTION IS TO SET THE TONE OF
THIS MEETING! THERE ARE LOTS OF FACETS TO MARITIME
SECURITY.

OVER THE NEXT 15 MINUTES OR SO, I'D LIKE TO DO SO BY
HIGHLIGHTING:

- (1) SECURITY ENVIRONMENT: CHALLENGES AND EMERGING
THREATS IN A POST-COLD WAR ENVIRONMENT;
- (2) UNIQUE CHALLENGES IN A PORT AND MARITIME
ENVIRONMENT, AND LASTLY,
- (3) CLOSE WITH A SYNOPSIS OF ONGOING COAST GUARD
EFFORTS WITH OTHER AGENCIES AND INDUSTRY.

(1) EMERGING THREATS OF A POST COLD-WAR ENVIRONMENT

IN COMMENTING ON THE CHALLENGES OF THE NEW MILLENIUM, US
SECRETARY OF DEFENSE COHEN STATED:

QUOTE “WE ARE COMING TO THE END OF A CENTURY IN WHICH THE
US PLAYED A UNIQUE ROLE [BY] NURTURING OPEN POLITICAL AND
ECONOMIC SYSTEMS. IN AN INCREASINGLY INTERDEPENDENT WORLD,
[CONTINUED] US LEADERSHIP IS CRITICAL TO INFLUENCING THE ACTIONS
OF OTHERS WHO COULD AFFECT OUR NATIONAL WELL-BEING. IT IS ALSO
KEY TO CREATING THE INTERNATIONAL CONDITIONS IN WHICH PEACE,
STABILITY, DEMOCRACY AND FREE TRADE CAN FLOURISH.” UNQUOTE.

WHILE PERHAPS THERE IS NO COLD WAR, THE US FACES NEW
THREATS FROM THOSE WHO SEEK TO EXPLOIT OUR
VULNERABILITIES AND THOSE OF OUR FRIENDS AND ALLIES
THROUGH ASYMMETRIC MEANS.

SUCH ASYMMETRIC MEANS INCLUDE UNCONVENTIONAL OR
INEXPENSIVE APPROACHES THAT CIRCUMVENT OUR
STRENGTHS OR CONFRONT US IN WAYS WHICH ARE MORE
DIFFICULT TO COUNTER.

THE WEAPONS OF CHOICE FOR THESE GROUPS INCLUDE TERRORISM,
ENVIRONMENTAL SABOTAGE AND THE USE OR THREATENED
USE OF WEAPONS OF MASS DESTRUCTION.

THESE ASYMMETRIC CHALLENGES ARE LEGITIMATE CONCERNS, AND THE DEPARTMENT OF DEFENSE, THE DEPARTMENT OF TRANSPORTATION AND OTHER AGENCIES ARE COOPERATIVELY INCREASING THEIR CAPABILITIES TO COUNTER THESE THREATS TO ENSURE A RAPID AND EFFECTIVE JOINT AND INTERAGENCY RESPONSE.

IN A BIPOLAR WORLD, CHARACTERISTIC OF THE COLD WAR, THESE UNSTABLE FORCES WERE ALIGNED—TO A LARGE DEGREE—TO ONE OF TWO SUPERPOWERS. THESE DAYS, MOST COUNTRIES--INCLUDING THE FORMER SOVIET UNION—ARE EMBRACING ECONOMIC DEVELOPMENT, OPEN MARKETS, AND DEMOCRACY.

UNFORTUNATELY, SOME OF THESE FACTIONAL ELEMENTS, ROGUE STATES AND TERRORIST GROUPS REMAIN, AND IT IS PRECISELY THESE ELEMENTS WHICH POSE THE GREATEST THREAT TO INDUSTRIALIZED NATIONS.

FREQUENTLY, THEY LACK THE RESOURCES, CREDIBILITY OR SUPPORT FROM NATION-STATES AND RESORT TO USE OF ASYMMETRIC MEANS TO ACCOMPLISH THEIR GOALS WITHOUT REGARD TO THE CONSEQUENCES TO INNOCENT PARTIES.

(2) THREATS IN THE MARITIME ENVIRONMENT

THE PORT AND MARITIME SECURITY ENVIRONMENT POSE SPECIAL CHALLENGES, INCLUDING THOSE WHICH TRANSCEND NATIONAL BOUNDARIES. ORGANIZED CRIME, ILLICIT DRUGS, PIRACY AND THREATS TO THE ENVIRONMENT EACH HAVE THE POTENTIAL TO PUT WORLDWIDE INTERESTS AT RISK.

NEARLY 90 PERCENT OF ALL US IMPORTED GOODS TRAVEL BY WATER. EACH YEAR, LITERALLY TENS OF THOUSANDS OF PEOPLE AND TRAVEL-RELATED INDUSTRIES THE WORLD OVER DEPEND UPON THE BURGEONING CRUISE INDUSTRY FOR SAFE SHIPS, SAFE PORTS, SAFE WATERWAYS AND THEIR ECONOMIC LIVELIHOOD. GROWING POPULATIONS WORLDWIDE ALSO EXPECT AND DEPEND UPON CLEAN WATER AND PROTECTION OF NATIONAL FISH AND MARINE STOCKS FOR THEIR LIFE AND LIVELIHOOD. BECAUSE OF THESE AND OTHER REASONS, THE CONSEQUENCES FOR NOT ENSURING THE UTMOST SAFETY AND SECURITY ARE PARTICULARLY GRAVE.

(3) ONGOING USCG JOINT EFFORTS IN PARTNERSHIP

THERE ARE A NUMBER OF GUIDING DOCTRINES TO MEET THESE CHALLENGES, MOST NOTABLY THE PRESIDENT'S NATIONAL SECURITY STRATEGY AND PRESIDENT'S DIRECTIVES ON COUNTERTERRORISM, MANAGING COMPLEX CONTINGENCIES AND A DRAFT DIRECTIVE ON INFRASTRUCTURE, TO NAME A FEW.

THE COAST GUARD, UNDER THE MAGNUSON ACT OF 1950, THE PORTS AND WATERWAYS SAFETY ACT (PWSA), THE OMNIBUS DIPLOMATIC SECURITY AND ANTI-TERRORISM ACT OF 1986, PERFORMS A WIDE RANGE OF PORT SAFETY AND SECURITY (OR PSS) SERVICES. OUR EXPLICIT RESPONSIBILITIES INCLUDE SAFEGUARDING THE NATION'S PORTS, WATERWAYS, WATERFRONT FACILITIES AND VESSELS, PEOPLE AND PROPERTY FROM ACCIDENTAL OR INTENTIONAL DAMAGE, DISRUPTION, DESTRUCTION OR INJURY.

SOME OF THE MORE NOTABLE ACTIVITIES OF OUR PSS PROGRAM INCLUDE:

- ESTABLISHING AND ENFORCING SECURITY AND SAFETY ZONES TO SAFEGUARD VESSELS AND PORT AREAS;
- RESPONDING TO MARITIME EMERGENCIES INVOLVING TERRORISM, SABOTAGE, FIRE OR NATURAL DISASTER;

- PREVENTING ACCESS OF FOREIGN VESSELS THREATENING THE US OR VIOLATING US SANCTIONS;
- ADMINISTERING THE “SPECIAL INTEREST VESSEL” PROGRAM TO SAFEGUARD US PORTS FROM EXTERNAL THREATS OF SABOTAGE AND ESPIONAGE;
- IMPLEMENTING DOMESTIC PORT COUNTER/ANTI-TERRORISM INITIATIVES;
- PROVIDING PORT ACCESS CONTROL MEASURES TO CONTROL THE FLOW OF PERSONNEL; AND
- CONDUCTING SECURITY ASSESSMENTS OF OVERSEAS PASSENGER TERMINALS FOR COMPLIANCE WITH IMO GUIDELINES FOR SAFETY OF US CITIZENS.

IN MEETING THE CHALLENGES AND OUR RESPONSIBILITIES IN AN INCREASINGLY COMPLEX WORLD, WE ARE WORKING CLOSELY WITH OUR PARTNERS IN THE PUBLIC AND PRIVATE SECTORS TO ENHANCE THE SECURITY OF PORTS, THEREBY REDUCING THEIR VULNERABILITY TO INTENTIONAL DAMAGE.

SOME OF OUR ONGOING INITIATIVES INCLUDE:

CONTINUED DEVELOPMENT OF THE PORT SECURITY NATIONAL PLANNING GUIDE, IN PARTNERSHIP WITH THE MARITIME ADMINISTRATION, THE DEPARTMENT OF TRANSPORTATION OFFICE OF INTELLIGENCE AND SECURITY, AND YOU THE INDUSTRY. THE GUIDE ADDRESSES, AMONG OTHER THINGS, CREATION OF SECURITY PLANS, SURVEYS AND RISK ASSESSMENTS, PHYSICAL SECURITY, INFORMATION AND PERSONNEL SECURITY. THE FIRST IN A SERIES OF SUPPLEMENTAL TECHNICAL MANUALS WILL ALSO BE MADE AVAILABLE IN THE NEXT FEW WEEKS.

SECURITY FOR PASSENGER VESSELS AND PASSENGER TERMINALS.

THE INTERIM FINAL RULE, 33 CFR PARTS 120 AND 128, WAS PUBLISHED IN THE FEDERAL REGISTER ON JULY 18, 1996. THIS INTERIM RULE REQUIRES THAT PASSENGER VESSELS OVER 100 GROSS TONS, CARRYING MORE THAN 12 PASSENGERS FOR HIRE ON AN INTERNATIONAL VOYAGE IN EXCESS OF 24 HOURS, PROVIDE WRITTEN SECURITY PLANS. TERMINALS WHICH SERVICE THOSE VESSELS ARE ALSO REQUIRED TO HAVE PLANS.

ACTUAL IMPLEMENTATION OF THE RULE CROSSES SEVERAL COAST GUARD HEADQUARTERS OFFICES. FOR EXAMPLE, PART 120- SECURITY OF PASSENGER VESSELS IS UNDER THE PURVIEW OF OUR HEADQUARTERS OFFICE OF COMPLIANCE (G-MOC), WITH PLAN REVIEW FOR PASSENGER VESSEL SECURITY PLANS HANDLED BY OUR NATIONAL MARITIME CENTER. PART-128, SECURITY OF PASSENGER TERMINALS IS UNDER THE PURVIEW OF OUR OFFICE OF RESPONSE (G-MOR).

OUR CURRENT DEPUTY DIRECTOR OF THE NATIONAL MARITIME CENTER, DON KERLIN, ADDRESSED YOU IN OCTOBER 1996. AT THAT TIME, HE REPORTED THAT 88 (OUT OF 119 SHIPS) VESSEL SECURITY PLANS HAD BEEN SUBMITTED. AT THAT TIME WE HAD RETURNED 12 PLANS FOR FURTHER INFORMATION AND HAD A BACKLOG OF 76 PLANS.

AS OF 10 APRIL 1998, WE'RE 99.8% COMPLETE IN REVIEWING PLANS, DESPITE HAVING ADDITIONAL VESSELS AS WELL AS MANAGING NEARLY 100 "AMENDMENTS" TO PREVIOUSLY "EXAMINED" PLANS.

FOREIGN FLAG VESSELS IN U.S. PORTS. THE COAST GUARD'S SPECIAL INTEREST VESSEL (OR SIV) PROGRAM CONTROLS AND MONITORS THE ENTRY OF CERTAIN FOREIGN VESSELS UNDER PORT ACCESS RESTRICTIONS SPECIFIED BY PRESIDENTIAL DECISION DIRECTIVE 40 (PDD-40). PDD-40 RESTRICTIONS ARE APPLICABLE TO VESSELS IDENTIFIED BY THE NATIONAL SECURITY COUNCIL AS POTENTIAL THREATS TO OUR NATIONAL SECURITY. SOME MAY NOT CALL – NORTH KOREAN, IRANIAN, LIBYAN; AND SOME ARE RESTRICTED AND REQUIRE PRE-NOTIFICATION – RUSSIAN.

INFO-SHARING BETWEEN INDUSTRY AND GOVERNMENT. IN CASES WHERE INCREASED SECURITY MEASURES ARE DEEMED APPROPRIATE, THE USCG ISSUES DOMESTIC THREAT ADVISORIES TO LOCAL COAST GUARD CAPTAINS OF THE PORTS. THE ADVISORIES ARE PART OF A BROADER EFFORT TO INCREASE THE FLOW OF SECURITY-RELATED INFORMATION BETWEEN GOVERNMENT AGENCIES AND INDUSTRY, INCLUDING QUARTERLY MEETINGS WITH INDUSTRY REPRESENTATIVES (INTERNATIONAL COUNCIL OF CRUISE LINES AND THE MARITIME SECURITY COUNCIL), S-60, USCG, AND MARAD TO ENHANCE THIS RELATIONSHIP.

PARTNERSHIPS WITHIN THE REALM OF TRANSPORTATION ARE ALSO BEING SOUGHT WITH OTHER MODES IN HIGHWAY, RAIL, AND THE AVIATION COMMUNITY. THE ISSUE OF CREATING A DEPARTMENT OF TRANSPORTATION-WIDE THREAT/SECURITY-LEVEL DISSEMINATION PROTOCOL HAS BEEN PURSUED IN THE DOT SECURITY WORKING GROUP AND DEVELOPMENT OF A PROGRAM IS UNDERWAY. THE DEVELOPMENT OF THIS PROCEDURE IS CRITICAL SINCE THE MODES ARE USUALLY INTER-RELATED, ESPECIALLY AT PORTS. THE ISSUANCE OF THREAT/SECURITY-LEVELS FROM DOT CAN BE TAILORED TO MEET MODAL OR GEOGRAPHIC THREATS RATHER THAN FORCING EACH MODAL ADMINISTRATION TO DISSEMINATE INFORMATION TO THEIR MODE ALONE.

ENHANCING THE RELATIONSHIP BETWEEN THE USCG'S MARINE SAFETY AND MARINE ENVIRONMENTAL PROTECTION FUNCTION AND THE INTELLIGENCE COMMUNITIES.

THE PRESIDENT'S *NATIONAL SECURITY STRATEGY OF ENGAGEMENT AND ENLARGEMENT* REFLECTS A GROWING INTEREST IN USING INTELLIGENCE RESOURCES FOR ENVIRONMENTAL PROTECTION. THE RECOGNITION OF ENVIRONMENTAL PROTECTION AS A NATIONAL SECURITY ISSUE ADDS IMPETUS TO THE DEVELOPMENT OF A STRONG RELATIONSHIP BETWEEN 'M' AND THE INTELLIGENCE COMMUNITY.

ENVIRONMENTAL DEFENSE IS ALSO ONE OF THE ROLES THAT COAST GUARD IS RESPONSIBLE FOR UNDER THE MOA WITH THE US NAVY FOR THEATER DEFENSE UNDER DOD UNIFIED COMMAND CINCS.

CRITICAL INFRASTRUCTURE PROTECTION. OUR OFFICE OF RESPONSE HAS ALSO PROVIDED THE USCG INTERFACE WITH THE PRESIDENT'S COMMISSION ON CRITICAL INFRASTRUCTURE PROTECTION, WHICH PROVIDED FINDINGS AND RECOMMENDATIONS LAST OCTOBER REGARDING VULNERABILITIES AND POSSIBLE RECOMMENDATIONS TO ADDRESS THOSE VULNERABILITIES.

BUT OUR EFFORTS ARE NOT CONFINED EXCLUSIVELY TO US PORTS. FOLLOWING THE ACHILLE LAURO HIJACKING IN 1985, THE OMNIBUS DIPLOMATIC SECURITY AND ANTITERRORISM ACT OF 1986 WAS SIGNED INTO LAW.

ALSO, IN 1986, THE IMO DEVELOPED, WITH US PARTICIPATION, MSC CIRC. 443, MEASURES TO PREVENT THE UNLAWFUL ACTS AGAINST PASSENGERS AND CREWS ABOARD SHIPS. IN ADDITION TO THE INTERIM FINAL RULE, THE COAST GUARD ALSO PUBLISHED NVIC 3-96 ON THE ISSUE.

AND UNDER OUR CONGRESSIONALLY-MANDATED FOREIGN PORT ASSESSMENT PROGRAM, USCG PERSONNEL WILL DETERMINE THE VULNERABILITY TO TERRORIST ATTACK OF HIGH AND MEDIUM RISK FOREIGN PORTS FREQUENTED BY U.S. CRUISE SHIP PASSENGERS.

CLOSING

IN CLOSING, I WANT TO EMPHASIZE THAT IN ADDITION TO ITS OWN RESOURCES, COAST GUARD SUCCESS RELIES UPON OTHER GOVERNMENT AGENCIES TO PROVIDE PERTINENT PORT SECURITY INTELLIGENCE. THIS IS PARTICULARLY TRUE CONCERNING POTENTIAL SABOTAGE, TERRORISM, AND FOREIGN INTELLIGENCE COLLECTION ACTIVITIES.

PRESIDENTIAL DECISION DIRECTIVE DIRECTS THE COMMANDANT OF THE COAST GUARD TO PROMULGATE AND IMPLEMENT PROGRAM POLICY AND PROCEDURES IN COORDINATION WITH AN INTERDEPARTMENTAL GROUP OF REPRESENTATIVES FROM THE NATIONAL SECURITY AND INTELLIGENCE COMMUNITY.

THE PORT SECURITY COMMITTEE, CHAIRED BY THE COAST GUARD, IS COMPRISED OF REPRESENTATIVES FROM THE DEPARTMENTS OF STATE, DEFENSE, TREASURY, JUSTICE, AND COMMERCE, AND THE CENTRAL INTELLIGENCE AGENCY. THE COMMITTEE'S FUNCTION IS TO EVALUATE SPECIFIC SITUATIONS AND TO MODIFY PROGRAM PROCEDURES AS NECESSARY, KEEPING WITHIN THE GENERAL POLICY PRESCRIBED BY THE COMMANDANT AND THE NATIONAL SECURITY COUNCIL.

I HOPE THIS BRIEF SYNOPSIS OF COAST GUARD MISSIONS AND INITIATIVES WILL HELP TO PROVIDE A GREATER UNDERSTANDING OF HOW OUR CONTINUED COOPERATION AND COORDINATION WILL BEST SERVE OUR MUTUAL GOALS OF IMPROVED PORT AND MARITIME SECURITY, AND FOSTER ADDITIONAL IMPROVEMENTS TO THE TRAVELLING PUBLIC, AND ALSO PROVIDE A SETTING FOR YOUR DELIBERATIONS TODAY.

AGAIN, IT WAS A PLEASURE TO BE HERE TODAY.